

CALIFORNIA COASTAL COMMISSION

CENTRAL COAST DISTRICT OFFICE
725 FRONT STREET, SUITE 300
SANTA CRUZ, CA 95060
(831) 427-4863

17b-d



Filed:	04/02/03
180 th day:	09/29/03
Staff:	SC-SC
Staff report prepared:	08/27/03
Hearing date:	09/10/03

COMBINED STAFF REPORTS: REGULAR CALENDAR

Application numbers3-03-018, 3-03-019 and 3-03-026

ApplicantsN. Agha, J. Cardinal, J. & T. Gear, and R. Rosenthal

Project locations129 15th St. (APN 006-182-015), 124 14th St. (APN 006-182-016), and 122 14th St. (APN 006-182-017), City of Pacific Grove Retreat Area, Monterey County (Exhibits A, B, and C).

Project descriptions3-03-018 (129 15th St.): A two-story residential duplex with a two-car garage, one covered and one uncovered parking space; **3-03-019 (124 14th St.):** A two-story residential triplex with a one-car garage, one fully covered, two partially covered and one uncovered parking space; **3-03-026 (122 14th St.):** A two-story residential duplex with a two-car garage, one covered and one uncovered parking space.

Local approvalsCity of Pacific Grove: Architectural Review Board (ARB); final architectural approval on 11/12/02 (AA# 2602-99); 11/12/02 (AA# 2603-99, Variance application No. 01-1615 for floor area increase & reduction in covered parking approved 10/17/01), and 11/12/02 (AA #2604-99).

File documents.....CCC Coastal Development Permit Application files 3-03-018, 3-03-019, and 3-03-026; and City of Pacific Grove certified Land Use Plan

Staff recommendation ...Approval with Conditions

Summary: These three projects were submitted to the Commission as separate projects, but are similar projects located on adjoining lots that were evaluated and processed as one project by the City of Pacific Grove. These projects, including one additional lot that is outside of the Coastal Commission's jurisdiction, were evaluated as a single project because they have identical coastal resource impact concerns. Within the Coastal Zone, the applicants propose to construct two 2,700 square foot, two-story duplexes, and a 3,300 square foot, two-story triplex on three lots totaling 13,500 square feet in the City of Pacific Grove's Methodist Retreat area (See Exhibits A, B and C).

The City approved the original project subject to seven conditions, finding it consistent with the Pacific



California Coastal Commission
September 10, 2003 Meeting in Eureka

Staff: S. Craig Approved by:

C:\Documents and Settings\mfrum\Local Settings\Temporary Internet Files\OLK150\3-03-018 019 026 (PG Duplexes and Triplex)
08.27.03.doc

Grove General Plan and Land Use Plan. The City has a certified Land Use Plan (LUP), but the Implementation Plan has not yet been certified. Therefore, a coastal development permit for the project must be obtained from the Coastal Commission and the proposal is subject to the policies of Chapter 3 of the Coastal Act. The policies of the City's LUP can be looked to for guidance.

Residents of the area have expressed concern about the projects' impact to the community character of the Retreat, which is an historic neighborhood and visitor destination. Community members contend that the size and density of the project is incompatible with surrounding development (see correspondence received since the July 2003 hearing attached as Exhibit M). In contrast to these contentions, the City of Pacific Grove Planning Department, City Council and Architectural Review Board found the project to be consistent with LUP policies and other City standards designed to protect community character.

These items were presented to the Coastal Commission at the July 2003 hearing. At that hearing, several of the Commissioners expressed a wish to see the bulk and scale of the projects reduced. Several Commissioners also expressed a desire to have a better understanding of the size and scale of existing residential development in the immediate neighborhood before taking action on these applications. Since the July 2003 hearing, Commission staff has received from the applicants a photographic documentation of all existing development in a three block area surrounding the proposed developments (see Exhibit G), as well as existing residential development along Central Avenue (two of the three proposed developments border Central Avenue) (see Exhibit H). Commission staff also toured this three-block neighborhood area and took photographs of the existing residential development. Residential lot sizes range from as little as 1,720 square feet to 6,300 square feet, with small cottages on small lots and larger homes on larger lots. Regardless of lot size, site coverage tends to be high and setbacks between properties are often minimal. Residences on or adjacent to Central Avenue tend to be fairly large and several consist of multifamily dwellings. Thus, Commission staff is recommending that the two projects proposed adjacent to Central Avenue (3-03-018 & 3-03-019) be approved as submitted given that these projects' architectural style, size, and massing are similar to other residential structures on Central Avenue and similar to existing residences on the larger lots in the three-block neighborhood area. The proposed project at 122 14th St. (3-03-026) is the only project not on located adjacent to Central Avenue. Arguably this project would have the greatest impact on neighboring residents due to its location. Staff is recommending that the project at 122 14th St. be changed from a duplex to a single-family dwelling, and reduced slightly in square footage (the project applicant has indicated he is willing to make these changes). With these changes, the project is consistent with the community character and visual resource protection policies of the Coastal Act.

Members of the community are also concerned about the parking needs of residents and their visitors, and the loss of available roadside parking where driveways are proposed. Previously received public comment letters state that parking is already limited in the area, and they fear a strain on the existing parking spaces. However, the City's Land Use Plan does not designate the area for parking, the lots are not currently used for public parking, and the project provides the on-site parking required by the City's uncertified zoning ordinance. By providing adequate on-site parking, the project will protect parking that supports coastal access and recreation opportunities, consistent with Coastal Act requirements.



Additionally, previous public comments raised the issue of water supply in relation to the proposed density of this project and the City's limited supply. The City does face a limited water supply, as do all jurisdictions in this area. In this case, the City approved a transfer of water from another building, and required the use of water conserving fixtures, which will prevent the project from having an impact on local water supplies.

Other Coastal Act issues raised by the project include the protection of coastal water quality and archaeological resources. To address these issues, the recommended permit conditions require the applicants to prepare a drainage plan that will minimize runoff and assure that water quality will be maintained. The conditions also require the applicants to conduct additional archaeological investigations, in coordination with a local Native American, after the existing pavement is removed and before earth moving activities commence, and to develop and implement a mitigation plan in the event that cultural materials are discovered. Staff recommends that the Commission approve the project with these conditions, on the basis that as conditioned, the development is consistent with the Chapter 3 policies of the Coastal Act.

Staff Report Contents

I. Staff Recommendations on CDP Applications.....	4
II. Conditions of Approval for 3-03-018, 3-03-019 and 3-03-026.....	5
A. Standard Conditions.....	5
B. Special Conditions	6
III. Recommended Findings and Declarations.....	7
A. Project Description.....	7
1. Project Location.....	7
2. Project Description	8
B. Standard of Review	9
C. Issue Analysis	9
1. Community Character and Visual Resources	9
a. Applicable Policies	9
b. Community Character/Visual Resources Analysis.....	11
1. Description of Community Character.....	11
2. Commission Hearing of July 2003	11
3. Impact Analysis and Conclusion	12
2. Parking/Public Access	14
a. Applicable Public Access Policies.....	14
b. Public Access Resources Analysis and Conclusion	14
3. Water Supply	15
a. Applicable Water Supply Policies	15
b. Water Resources Analysis and Conclusion	15
3. Water Quality.....	15



a. Applicable Water Quality Policies.....	15
b. Water Quality Analysis and Conclusion.....	15
4. Archaeological Resources.....	16
a. Applicable Archaeological Resources Policies	16
b. Archaeological Resources Analysis and Conclusion.....	16
D. Local Coastal Programs	17
E. California Environmental Quality Act (CEQA)	17

IV. Exhibits

- A. Regional Location Map
- B. Project Vicinity Map
- C. Assessors Parcel Map
- D. Project Site Photos
- E. Neighborhood Sample Area Summary Table
- F. Three-Block Parcel Map
- G. Three-Block Area Photos
- H. Central Avenue Photos
- I. Aerial Photos
- J. Archaeology Map
- K. Site Plans and Elevations
- L. Revised Site Plan for 122 14th St.
- M. Written Public Comment received since July 2003 hearing

I. Staff Recommendations on CDP Applications

The staff recommends that the Commission, after public hearing, **approve** the coastal development permits for the proposed development subject to the standard and special conditions below. Approval of the permits requires three, separate votes by the Commission as follows:

MOTION. I move that the Commission approve Coastal Development Permit Number 3-03-018 pursuant to the staff recommendation.

Staff Recommendation of Approval. Staff recommends a **YES** vote. Passage of this motion will result in approval of the coastal development permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

MOTION. I move that the Commission approve Coastal Development Permit Number 3-03-019 pursuant to the staff recommendation.

Staff Recommendation of Approval. Staff recommends a **YES** vote. Passage of this motion will result in approval of the coastal development permit as conditioned and adoption of the



following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

MOTION. I move that the Commission approve Coastal Development Permit Number 3-03-026 pursuant to the staff recommendation.

Staff Recommendation of Approval. Staff recommends a **YES** vote. Passage of this motion will result in approval of the coastal development permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

Resolution to Approve Coastal Development Permits. The Commission hereby approves the coastal development permits, 3-03-018, 3-03-019, and 3-03-026 on the ground that the developments, as conditioned, will be in conformity with the policies of Chapter 3 of the Coastal Act. Approval of the coastal development permits complies with the California Environmental Quality Act because either: (1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the amended developments on the environment; or (2) there are no feasible mitigation measures or alternatives that would substantially lessen any significant adverse effects of the amended developments on the environment.

II. Conditions of Approval for 3-03-018, 3-03-019 and 3-03-026

A. Standard Conditions

1. **Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the Permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. **Expiration.** If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
4. **Assignment.** The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.



- 5. Terms and Conditions Run with the Land.** These terms and conditions shall be perpetual, and it is the intention of the Commission and the Permittee to bind all future owners and possessors of the subject property to the terms and conditions.

B. Special Conditions

1. **Revised Plans for 3-03-026 (122 14th St.). PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the Applicant (for 122 14th St.) shall submit to the Executive Director for review and approval two full sets of revised plans showing reduction of the project from a duplex to a single-family dwelling. The single-family dwelling shall be a maximum of 2,582 square feet, including the garage. The carport and the uncovered parking space proposed as part of the duplex shall be eliminated. The total coverage of the single-family dwelling shall not exceed 38% of the lot. The revised plans shall include a reduction of at least 400 square feet in impervious surfaces from that proposed in the duplex plans. The revised plans shall relocate the single-family dwelling as close to the triplex as possible, consistent with Pacific Grove setback requirements. The revised plans shall not include an exterior staircase.
2. **Drainage Plan. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the Permittee shall submit a Drainage Plan to the Executive Director for review and approval. The Plan shall provide for the installation of non-invasive, drought-tolerant landscaping in vegetated areas, and an engineered filtration mechanism specifically designed to remove vehicular contaminants and other typical urban runoff pollutants¹ before discharge into the Monterey Bay. The Drainage Plan shall account for the following:
 - (a) The drainage system shall be designed to filter and/or treat the volume of runoff produced from each and every storm event up to and including the 85th percentile 24-hour runoff event prior to its discharge to the Monterey Bay. The drainage system and its individual components (such as drop inlets and filtration mechanisms) shall be sized according to the specifications identified in the California Storm Water Best Management Practice Municipal Handbook (California Storm Water Management Task Force, March 1993);
 - (b) All vehicular traffic and parking areas shall be swept and/or vacuumed at regular intervals and at least once prior to October 15th of each year. Any oily spots shall be cleaned with appropriate absorbent materials. All debris, trash and soiled absorbent materials shall be disposed of in a proper manner. If wet cleanup of any of these areas is absolutely necessary, all debris shall first be removed by sweeping and/or vacuuming, all storm drains inlets shall be sealed, and wash water pumped to a holding tank to be disposed of properly and/or into a

¹ Typical urban runoff pollutants describes constituents commonly present in runoff associated with precipitation and irrigation. Typical runoff pollutants include, but are not limited to: paints, varnishes, and solvents; hydrocarbons and metals; non-hazardous solid wastes and yard wastes; sediment from construction activities (including silts, clays, slurries, concrete rinsates, etc.); ongoing sedimentation due to changes in land cover/land use; nutrients, pesticides, herbicides, and fertilizers (e.g., from landscape maintenance); hazardous substances and wastes; sewage, fecal coliforms, animal wastes, and pathogens; dissolved and particulate metals; and other sediments and floatables.



sanitary sewer system.

(c) All drainage system elements shall be permanently operated and maintained. At a minimum:

- (1) All storm drain inlets, traps/separators, and/or filters shall be inspected to determine if they need to be cleaned out or repaired at the following minimum frequencies: (1) prior to October 15th each year; and (2) prior to April 15th each year. Clean out and repairs (if necessary) shall be done as part of these inspections. At a minimum, all traps/separators and/or filters must be cleaned prior to the onset of the storm season, no later than October 15th of each year; and,
- (2) Debris and other water pollutants removed from filter device(s) during clean-out shall be contained and disposed of in a proper manner; and
- (3) All inspection, maintenance and clean-out activities shall be documented in an annual report submitted to the Executive Director no later than June 30th of each year.

3. Archaeological Mitigation. FOLLOWING THE REMOVAL OF THE EXISTING PAVEMENT AND PRIOR TO THE COMMENCEMENT OF EARTH MOVING ACTIVITIES, a qualified archaeologist and local Native American shall survey the site for cultural materials. In addition, the applicant shall retain a qualified archaeologist, approved by the Executive Director, as well as a qualified local Native American, to monitor all earth disturbing activities. If an area of cultural deposits is discovered during the course of the project, all construction shall cease in the vicinity of the resource until a mitigation plan, prepared by a qualified professional archaeologist in consultation with local Native American groups, is completed and implemented. Prior to implementation, the mitigation plan shall be reviewed and approved by the State Historical Preservation Office and by the Executive Director of the Commission. The plan shall include measures to avoid the resources to the maximum extent practicable; provide mitigation of unavoidable archaeological impacts; and shall respond to the recommendations and requests of Native Americans to the satisfaction of the Executive Director. A report verifying that the approved mitigation plan has been completed shall be submitted to the Executive Director for review and approval prior to recommencing project construction.

III. Recommended Findings and Declarations

The Commission finds and declares as follows:

A. Project Description

1. Project Location

The site of the proposed duplexes and triplex consists of three separate but adjoining 4,500 square foot lots located at 129 15th St. (APN 006-182-015), 122 14th St. (APN 006-182-017), and 124 14th St. (APN



006-182-016), in the “Retreat” section of the City of Pacific Grove (See Exhibits A, B and C, and Exhibit D for site photos). The parcels are zoned R-3-PGR, Multiple Family Residential Pacific Grove Retreat, although this zoning is not certified by the Commission.

The Pacific Grove Retreat neighborhood is a “special community” under Coastal Act Section 30253, and is characterized primarily by one and two-story dwellings, with home sizes ranging from small cottages to large homes. The Retreat neighborhood is known for its high number of historic buildings and their unique architectural and visual character. The Land Use Plan describes the Retreat as being “particularly rich in historic buildings.” The proposed projects lie within this historic section of the City. Two of the lots, however, are located on the border of the Retreat, which is defined by Central Avenue. These lots are located between an exclusively residential zone (the Retreat area, seaward of Central Avenue) and a mixed use zone (commercial and residential) along Central Avenue.

The Retreat neighborhood contains a variety of one and two-story residences on a variety of lot sizes. In general, smaller cottage-type homes are found on the smaller lots, and larger homes are found on the larger lots. In either case, building coverage on the lots tends to be high with minimal setbacks between adjacent residential development. In addition, some of the older homes have limited or no on-site parking. Across Central Avenue (and just outside of the residential Retreat area) are a church, and two three-story commercial buildings (See Exhibit D, pg. 1). One of these three-story buildings is located to the immediate south of the 124 14th Street parcel, just outside of the coastal zone boundary. This large, stuccoed structure is an example of a building that does not necessarily conform to community character, but establishes a transition area for these parcels between the commercial downtown area and the residential area that hugs the coastline.

The site is also located within an archaeologically sensitive area (see Exhibit J). Therefore, an archaeological survey was conducted for the subject parcel and a report prepared by Archaeologic Consulting (October 25, 1999). The report indicated that because the sites are covered with asphalt it was impossible to perform an adequate survey, and recommended another survey after the asphalt and base rock are removed. It also recommended that work should stop in that area until the field is evaluated by a professional archaeologist and mitigation measures formulated if archaeological material is found.

2. Project Description

The applicants propose to build two 2,700 square foot, two story duplexes (3-03-018 and 3-03-026), and a 3,300 square foot, two-story triplex (3-03-019) on three separate 4,500 square foot adjoining parcels that are currently paved lots (please see Exhibit K for project plans and Exhibit D for photographs of the project site). Total lot coverage, including building footprints and impermeable surface coverage, ranges from 59% to 70%. The triplex would contain one affordable unit.

The City of Pacific Grove has allotted 1.20 acre-feet of water per year to supply these three projects and the additional lot located outside of the coastal zone. Water was made available to the City as a portion of a water transfer from a commercial building downtown. The City’s Architectural Review Board granted final local approval of the project on November 12, 2002.



B. Standard of Review

This portion of the City of Pacific Grove is within the coastal zone, but the City does not have a certified LCP. The City's Land Use Plan (LUP) was certified in 1991, but the zoning, or Implementation Plan (IP) portion of the LCP has not yet been certified. The City is currently working to complete the IP. Because the City does not yet have a certified LCP, the Coastal Commission must issue coastal development permits, with the standard of review being the Coastal Act, although the certified LUP may serve as an advisory document to the Commission.

C. Issue Analysis

1. Community Character and Visual Resources

a. Applicable Policies

Section 30251 of the Coastal Act states:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

Coastal Act Section 30253(5) provides:

New development shall: ...

- (5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.*

The City's certified Land Use Plan contains the following policies that provide guidance to the Commission in carrying out the above Coastal Act requirements, as they apply to the Pacific Grove Retreat area:

3.2.3 Existing Policies and Regulations

Steps have been taken by the City to protect the Retreat. Among these are: The preparation of a Historic Resources Inventory, a Historic Preservation Plan, the requirement that all exterior modifications be reviewed by the Architectural Review Board, revised zoning for the Pacific Grove Retreat, formulation of Design Criteria, and control over demolition of historic structures. In addition, the city uses the Historic Building Code for improvements to older structures as required by State Law...



The following policies on special communities extend and strengthen existing protective measures. The policies are intended to give explicit recognition to the Pacific Grove Retreat and the Morgan structures, to give clear status to the City's Design Criteria, to add further protection against demolition of historic buildings, and to promote a range of historic preservation methods.

3.2.4 General Policies

1. *The Pacific Grove Retreat's unique characteristic and architectural heritage contribute to the aesthetic, social and economic well-being of the community, both for residents and visitors. The City shall encourage the protection, maintenance and enhancement of the unique historical, architectural, and visual characteristics of the Retreat.*
2. *All proposed development actions, including City public works projects, shall be consistent with maintaining the current scale and character of the Retreat.*
3. *Other historic and/or architecturally unique structures, such as the Julia Morgan structures at Asilomar State Park, shall be protected and maintained to the fullest extent possible.*

3.2.5 Specific Policies

Pacific Grove Retreat

1. *Rehabilitation, reconstruction, remodeling, or exterior modification of existing structures with historic or architectural significance shall relate to, or reconstruct the liens of the original design as much as possible.*
2. *Design review shall be required through coastal development permit procedures in order to maintain historical continuity and visual harmony of new development within the Retreat area.*
3. *In order to protect landmark structures, unwarranted demolition will be avoided by implementing standards for demolition permits. In addition demolition permits should be treated as discretionary permits in order to strengthen City control. Potential landmark structures in the coastal zone of the Retreat include, but are not limited to, all structures constructed at least 60 years ago.*
4. *Local initiative, through a well-informed and committed citizenry, is an essential ingredient in achieving protection of historic resources. The City shall therefore continue its ongoing programs of citizen involvement in carrying out its historic preservation policies and programs.*
5. *In refining the list of desirable and adaptable trees for planting in the Retreat, the City will encourage native, drought resistant vegetation and species compatible (?)*



b. Community Character/Visual Resources Analysis

1. Description of Community Character

The proposed duplexes and triplex sites are located on the edge of the Pacific Grove Retreat neighborhood, where it transitions to the commercial area along Central Avenue (See Exhibit D). The Pacific Grove Retreat area is primarily characterized by one and two-story residences, many of which have historic value. Some of the parcels consist of very small lots (the smallest being 1,720 square feet) that were originally meant for tents. Other parcels are larger, with corresponding larger development on them, due to merging of parcels that has taken place over the years. The Retreat meets the definition of “special communities and neighborhoods” in Coastal Act Section 30253, which provides for their protection, because their unique characteristics renders them popular visitor destination points.

Land uses in this section of the Retreat area include residential, open space areas, and some commercial uses. Located directly across Central Avenue from lots A and B are two three-story commercial buildings. Surrounding the lots on all other sides are one and two-story residences and a single story commercial building.

2. Commission Hearing of July 2003

The Coastal Commission heard these projects at the July 2003 hearing but took no action on the projects. At that time, several of the Commissioners expressed a wish to see the projects reduced in bulk and scale. It should be noted, however, that in a streetscape presented at the hearing by the opponents, a slightly larger scale was used to depict one of the projects than the scale used to depict existing residential development. This skewed the relative size of the project to make it appear larger when compared to existing development on the streetscape.

Additionally, several Commissioners expressed a desire to have a better understanding of the composition of the surrounding residential development in the Retreat area in terms of bulk and scale, before taking action on the projects. The Commissioners expressed the opinion that the style of the proposed residences was attractive. The Commissioners suggested that the applicants and the opponents of the projects meet prior to bringing the projects back to the Commission to see if any compromises could be reached regarding the projects. One Commissioner stated that if the number of overall units in the projects were reduced, that the affordable unit be retained.

Commission staff facilitated a meeting between the applicants and the opponents on August 21, 2003. At that meeting, one of the applicants expressed a willingness to modify the project at 122 14th St. (3-03-026) from a duplex to a single-family dwelling and to make other associated changes to the project to scale back its size and bulk and increase the setbacks from existing residential development (see below for further discussion). The applicants did not propose any changes to the other two projects (3-03-018 & 3-03-019). At that meeting the applicants and opponents agreed to define the three-block area between 13th St. and Fountain Avenue and between Oceanview Blvd. and Central Avenue (see Exhibit F for three-block parcel map) as the area that should be used to analyze surrounding neighborhood character. The applicants and opponents also agreed to look at residential development



along Central Avenue given that two of the projects (3-03-018 & 3-03-019) are directly adjacent to Central Avenue.

3. Impact Analysis and Conclusion

Coastal Act Sections 30251 and 30253(5) require new development to be visually compatible with the character of surrounding areas, and to protect special neighborhoods such as the Pacific Grove Retreat. To implement these policies, the Pacific Grove certified LUP calls for the protection of historic buildings, and an in depth design review process involving the City's Architectural Review Board.

The proposed projects are located on paved, vacant parcels (see Exhibit D), and thus will not impact any existing structure on the sites of historical or architectural significance. In compliance with LUP Policy 3.2.5.2, the development has been subject to an in-depth design review by the City's Architectural Review Board. The City found that the approved designs are compatible with the surrounding neighborhood in both architectural style and scale. According to the City, this was achieved, among others ways, by staggering the structures to minimize massing, and by applying a different outer finish to each building so that they will appear as distinct, individual, structures. The City found that the approved developments would not detract from the historic nature of the Retreat or diminish visitors' experiences of the area.

At the Commission hearing in July 2003, Commissioners asked for more information regarding the existing neighborhood and specifically asked for more information regarding the size of existing homes. According to City staff, specific information regarding square footages of existing dwellings is not available. This is because many of these homes were developed long ago when the City did not keep such statistics. As such, a qualitative analysis of the size and scale of existing residential development in the three-block area surrounding the proposed projects has been done through the use of on-street photos, which were taken by the applicants and Commission staff (see Exhibit G).

Exhibit G shows photos of all residences within the three-block sample area surrounding the proposed project sites. As stated above, the applicants and opponents agreed that this three-block sample area should be analyzed to help determine if the City-approved projects are consistent with the surrounding neighborhood character. The sample area consists of small lots developed with small cottages (see Exhibit G, pp. 5, 6, 19, 30-35 for examples) and larger lots developed with larger residential structures (see Exhibit G, pp. 1, 8, 13, 15, 25-26, 29, 37, 41 for examples). In this case, the three lots proposed for development are 4,500 square feet each, which is larger than most of the lots in the three-block sample area (see Exhibit E for list of all lot sizes in sample area). The photos in Exhibit G show that a variety of styles and sizes of homes are found within the sample area.

Some quantitative data for the three-block neighborhood area were available. Specifically, the number of stories in each dwelling structure for each lot was determined from the photos taken. Also, the City supplied data regarding lot size and number of dwelling units per parcel within the three-block area (see Exhibit E for this data). The data summary findings show that within the three-block area, there are 22 single story dwellings and 22 multistory dwellings (each of the proposed structures is two stories with a maximum height of approximately 25 feet). The average lot size in the three-block sample area is 3,310 square feet, while the lot size for the proposed projects is 4,500 square feet each, which is 27%



larger than the average residential lot in the three-block neighborhood area. Of the 43 lots in the three-block sample area, 32 have one dwelling unit on the lot, 8 have two dwelling units on the lot, and three have 3 dwelling units on the lot.

Photographs of the three-block sample area also demonstrate that larger homes are often found adjacent to smaller homes (see Exhibit G, pp. 11, 17, 22, 40 for examples). Setbacks between houses are often quite small (see Exhibit I for aerial photos that show building site coverages). Taken together, the photographs demonstrate that the neighborhood area is a mix of different styles of homes, some small and some large, on a variety of lot sizes, often with small setbacks between adjoining dwellings.

As stated above, the City does not have specific data regarding the actual square footage of residential building development on each lot within the three-block sample area. The City, however, has made estimates of building coverage square footage from aerial photos, such as those shown in Exhibit I (these estimates are for building coverage only and do not include impermeable surfaces such as driveways, walkways, etc.). The City acknowledges that the estimated coverages are not 100% accurate due to the inclusion of eave overhangs in the estimate and because the photos have a bit of an oblique angle to them. However, these calculations give an estimate of the existing building coverage in the three-block sample area, as shown in the following table:

Estimated Average Building Coverage	Block 181	Block 182	Block 183	Project Sites
	44%	49%	52%	42%

The estimated building coverage for the three-block sample area ranges from 44% to 52%. The estimated average building coverage (including eave overhangs) of the proposed projects is 42%, less than the estimated building coverage for any of the blocks included in the three-block sample area. The City of Pacific Grove's uncertified zoning ordinance allows a maximum building coverage of 50% (not including driveways, decks, walkways, etc.) in the Retreat area.

Two of the project sites (3-03-018 & 3-03-019) are directly adjacent to Central Avenue, which is a main thoroughfare through Pacific Grove. Thus a photographic analysis of existing residential development along Central Avenue was also done (see Exhibit H) to compare the existing residential structures along Central Avenue to the proposed projects along Central Avenue. These photographs show that residential development along Central Avenue generally consists of fairly large residences (some single family and some multifamily), which consist of a variety of styles. As such, the proposed projects adjacent to Central Avenue (3-03-018 & 3-03-019) are consistent in terms of size and scale of existing residential development along Central Avenue.

The proposed project at 122 14th St. (3-03-026) is the only project not located adjacent to Central Avenue. Arguably this project would have the greatest impact on neighboring residents due to its location and the fact that there are a number of smaller homes directly across from the 14th St. site (see



Exhibit G, pp. 32-35). Please note, however, that a two-story triplex is located two doors down from this proposed development (see Exhibit G, pg. 25). In any event, the applicant for 122 14th St. has indicated that he is willing to reduce the size of the project from a 2,700 square foot duplex to a 2,582 square foot single-family dwelling (including the garage). This would include elimination of the carport and uncovered parking space, but retention of the garage. The total building coverage of the single-family dwelling would not exceed 38%. Impervious coverage would be reduced by at least 400 square feet compared to the duplex. In addition, the single-family dwelling would be relocated closer to the triplex to increase the setbacks between the new SFD and adjacent existing homes. The project is conditioned to require that these changes be made to the proposed project at 122 14th St. With this change the resulting design and scale of the development will be consistent with the community character of the Pacific Grove Retreat area. The project, as conditioned is therefore consistent with Coastal Act Sections 30251 and 30253(5).

2. Parking/Public Access

a. Applicable Public Access Policies

Coastal Act Section 30252 gives guidance with respect to public access:

The location and amount of new development should maintain and enhance public access to the coast by ...4) providing adequate parking facilities or providing substitute means of serving the development with public transportation...

The City's certified Land Use Plan contains the following relevant policies:

LUP Policy 4.2.5.2 *New developments in the coastal zone shall include adequate off-street parking to minimize the disruption of significant coastal access routes.*

b. Public Access Resources Analysis and Conclusion

The project sites are located two blocks inland from Ocean View Boulevard, the street that runs along the coastline, and the recreation trail. Although it is conceivable that visitors very familiar with the area may choose to park in this area to access the coast, it is not signed nor designated for visitor parking, and the majority of visitors would likely park along Ocean View Boulevard in designated and more convenient parking places to access the coastline. The demand for parking in this area is from residents and their visitors, and from townspeople utilizing the commercial buildings in the vicinity.

The LUP requires adequate off-street parking to minimize disruption of public access routes. As proposed, the project includes 13 residential parking spaces for 7 units. Reducing the duplex at 122 14th St. to a single-family dwelling (as required in Special Condition #1) would include reduction of the number of on-site parking spaces on that site from four to two, which is adequate to serve the site. Based on the City's uncertified zoning ordinance, the projects provide adequate parking to meet the needs of future residents and comply with LUP policy 4.2.5.2. Additionally, the projects are in compliance with Section 30252 of the Coastal Act, which requires developments to provide adequate parking. Thus, the project is in compliance with LUP and Coastal Act policies intended to protect



public access and recreational opportunities.

3. Water Supply

a. Applicable Water Supply Policies

The Coastal Act provides for protection of drinking water supplies. Section 30231 states that development shall not cause depletion of groundwater resources, and Section 30250 limits new development to existing developed areas able to accommodate it and where it will not have significant adverse effects on coastal resources. This section also provides for prevention of cumulative impacts to coastal resources, such as drinking water.

The City's certified Land Use Plan contains the following relevant policy:

LUP Policy 4.1.3 *Permitting new development only when its water demand is consistent with water supply. Requiring low-water requirement/drought resistant landscaping; and Using reclaimed wastewater and captured runoff for irrigation where feasible. Native and/or drought resistant plants are to be planted in new development projects in order to conserve water.*

b. Water Resources Analysis and Conclusion

The City Council's approval included an allocation of 1.20 acre-feet of water to the project, to be divided among all four lots, including the lot outside the coastal zone. Through the use of low-flow appliances such as toilets and washing machines, the expected water use for the site would be .84 acre-feet per year. This amount of water is sufficient to meet the needs of residents, and to provide for establishment of landscaping. Accordingly, the project can be found consistent with Section 30231 of the Coastal Act and the LUP's water supply policy.

3. Water Quality

a. Applicable Water Quality Policies

Section 30231 of the Coastal Act provides for protection of water quality by requiring maintenance and, where feasible, restoration of the biological productivity and quality of coastal waters. This is accomplished through requiring a drainage control plan to control runoff, and by maintaining natural vegetation buffer areas of non-invasive, drought-tolerant plantings.

b. Water Quality Analysis and Conclusion

Currently all three parcels are entirely covered with impervious surfaces, and stormwater is not given an opportunity to percolate through vegetation and soil rather than running off site. This project would result in impervious site coverage of 8,200 square feet, or roughly 59%-70% of each lot, which is less than the current coverage of 100% on each lot. Although the project will result in less coverage than currently exists, the amount of proposed coverage, and the change in the type of use, has the potential to adversely impact water quality through stormwater runoff. Additionally, the proximity of this site to



the shoreline further necessitates provisions to protect water quality. Thus, the project must be conditioned to require a drainage plan that will filter and/or treat stormwater runoff in order to carry out with Coastal Act Section 30231.

4. Archaeological Resources

a. Applicable Archaeological Resources Policies

Section 30244 of the Coastal Act states:

Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

Land Use Plan Section 2.4 also provides guidance on this topic as follows:

LUP Policy 2.4.5.1. *Prior to the issuance of any permit for development or the commencement of any project within the areas designated on Figure 3, the Archaeological Sensitivity Map, the City in cooperation with the State Historic Preservation Office and the Archaeological Regional Research Center, shall:*

- (a) Inspect the surface of the site and evaluate site records to determine the extent of the known resources.*
- (b) Require that all sites with potential resources likely to be disturbed by the proposed project be analyzed by a qualified archaeologist with local expertise.*
- (c) Require that a mitigation plan, adequate to protect the resource and prepared by a qualified archaeologist be submitted for review and, if approved, implemented as part of the project.*

b. Archaeological Resources Analysis and Conclusion

The project site is located within an archaeologically sensitive area (See Exhibit J). Accordingly, an archaeological survey was conducted, and an archaeological report prepared, by Archaeological Consulting (October 25, 1999). Because all of the parcels are entirely covered with asphalt, soil visibility was considered inadequate for the purposes of a survey. Background research showed that there are eleven sites recorded within one kilometer of the project parcels, but that none are recorded on the project parcels. The report recommended that another archaeologic survey be done after the existing pavement and base rock has been removed from the site, and this permit has therefore been conditioned accordingly. To ensure that this additional survey effectively evaluates potential impacts to cultural resources, the conditions require a local Native American to participate in this effort.

Because of the possibility of unidentified cultural resources being found during construction, the project has been conditioned to prepare and implement an archaeological mitigation plan, in consultation with local Native Americans, the Executive Director, and the State Historic Preservation



Office, if archaeological resources are encountered. With this condition, the proposed development is consistent with Section 30244 of the Coastal Act and approved LUP archaeological resource policies.

D. Local Coastal Programs

The Commission can take no action that would prejudice the options available to the City in preparing a Local Coastal Program that conforms to the provisions of Chapter 3 of the Coastal Act (Section 30604 of the Coastal Act). Exercising its option under Section 30500(a) of the Coastal Act, the City in 1979 requested the Coastal Commission to prepare its Local Coastal Program. However, the City rejected the draft LCP in 1981, and then began its own coastal planning effort. The City's LUP was certified on January 10, 1991.

The City of Pacific Grove does not have a certified Implementation Plan, but is currently formulating such ordinances. In the interim, the City requires that new projects conform to LUP policies. Ultimately, the issue of community character will be an important issue for the Implementation Plan to address. The proposed development will not, however, prejudice this process because it has been designed and conditioned in a manner that will protect community character, water quality and archaeological resources consistent with Coastal Act requirements. Approval of the project therefore will not prejudice the ability of the City of Pacific Grove to complete an LCP consistent with the coastal resource protection requirements established by Chapter 3 of the Coastal Act.

E. California Environmental Quality Act (CEQA)

Section 13096 of the California Code of Regulations requires that a specific finding must be made in conjunction with coastal development permit applications showing the application to be consistent with any applicable requirements of CEQA. Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available that would substantially lessen any significant adverse effect that the activity may have on the environment.

The environmental review of the project conducted by commission staff involved the evaluation of potential impacts to relevant coastal resource issues, including visual resources, parking/public access concerns, water supply and quality and archaeologically sensitive resources. This analysis is reflected in the findings that are incorporated into this CEQA finding. All public comments received since the July 2003 hearing on this project have been addressed either in this staff report or by personal communication; written comments received since the July 2003 hearing are included in Exhibit M.

The Coastal Commission's review and analysis of land use proposals has been certified by the Secretary of Resources as being the functional equivalent of environmental review under CEQA. This staff report has discussed the proposal's relevant coastal resource issues, and has recommended appropriate mitigations to address adverse impacts to said resources and is incorporated in its entirety into this finding. Accordingly, the project is being approved subject to conditions which implement the mitigating actions required of the Applicant by the Commission (see Special Conditions). As such, the



Commission finds that only as modified and conditioned by this permit will the proposed project not have any significant adverse effects on the environment within the meaning of CEQA.

